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JOINT MEMORANDUM OF 5 APRIL 1946 FROM COL. W. P. CORDERMAN S. C.  
AND CAPT. J. N. WENGER USN TO STANCIB

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5 April 1946

MEMORANDUM FOR STANCIB

SUBJECT: Coordination of Army and Navy Communication Intelligence Activities

1. Your attention is invited to the discussion during the Joint STANCIB-STANCICC Meeting on 15 February 1946 wherein (1) the plan presented in the memorandum, same subject, dated 15 February 1946, was approved in principle and (2) the undersigned were directed to prepare and forward recommendations concerning the details necessary for the implementation of this plan.

2. Accordingly the inclosed outline of the "Duties and Responsibilities of the Coordinator of Joint Operations" is submitted for your consideration and approval.

3. Colonel Harold G. Hayes, new Chief, Army Security Agency, has been consulted on this subject and concurs fully in the attached paper.

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W. PRESTON CORDERMAN  
Colonel, Signal Corps

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J. N. WENGER  
Captain, USN

- 1 Incl  
Outline of "Duties and Responsibilities of the Coordinator of Joint Operations"

Army, Navy and NSA review(s)  
completed.

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DUTIES AND RESPONSIBILITIES

OF THE

COORDINATOR OF JOINT OPERATIONS

Reference: (a) Memorandum, Subject "Coordination of Army and Navy Communication Intelligence Activities," Dated 15 February 1946.

Incl: (a) Chart of "Army-Navy C. I. Coordination Plan," Dated 12 March 1946.

1. The Coordinator of Joint Operations shall function, as shown in Inclosure (A), under the control of STANCIB-STANCICC as executor of policies and directives formulated by STANCIB-STANCICC for the allocation of tasks for such intercept and processing capacities as may be made available for joint use by ASA and Op-20-G, and for coordination of all joint projects with other U. S. and foreign intelligence agencies. The operating heads of ASA and Op-20-G will be responsible to the Coordinator for accomplishment of the tasks allocated by him.

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3. To assist him in carrying out his duties, there will be a Joint Intercept Control Group, a Joint Processing Allocation Group, and a Joint Liaison Group. In addition, he shall have assigned to him the necessary clerical, administrative, and technical assistants and facilities from each service, but in the interest of minimizing his requirements in these respects he will use the established facilities of the two agencies wherever practicable.


4. In controlling intercept coverage, he will assign coverage in a manner calculated to obtain optimum results from circuits of maximum value. He will be supplied by each agency with all available information regarding frequencies in use and will maintain the master record of such data. He will obtain and publish to each service ionospheric data as required.

5. He will be responsible for keeping necessary records regarding the availability, location, capabilities, assignments, and production of all receiving positions of both agencies. He shall disseminate this information to both agencies.

6. In carrying out his duties of allocating processing tasks to each service, he shall be guided by the following principles:



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b. For all systems other than  allocation shall be made in accordance with the following principles progressively considered:

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- (1) In the case of primary targets (critical countries or areas as defined by STANCIB), available capacity in terms of facilities and qualified personnel for handling the task shall govern. As far as possible, each processing center will be given tasks in sufficient volume to utilize completely its full potentialities. Subject to the foregoing the various cryptographic systems shall be allocated and apportioned to the Army and to the Navy in such a manner that both services will (a) have appropriate processing responsibilities for each primary target, (b) acquire experience, information and skill in each field, (c) develop methods for dealing with the cryptographic and language problems involved.
- (2) In the case of ancillary targets, so far as facilities permit systems will be allocated primarily on the basis of nationality, and secondarily on the basis of the possibilities for cross-working. (For example, all [ ] systems would be allocated to one unit; systems which find their most useful cross-cribs in systems previously allocated to the Army would also be assigned to the Army.)
- (3) Assuming that consideration of available personnel, facilities and nationality does not decide allocation, then the relationships of the textual content to (a) primary interest and (b) existing allocations will determine the allocation. (For example, lacking any other basis for allocations, systems concerning [ ] [ ] would go to Navy by virtue of primary interest.)

c. Prior to allocation of unsolved or unallocated systems for processing, the Coordinator may request either or both agencies to work simultaneously on the same system for purposes of research and initial solution.

d. Allocation of a task carries with it the responsibility for control and direction of the work, but does not preclude the responsible service from accepting or requesting assistance from the other when desirable. For most effective communication intelligence operations allocations should be fairly static to permit personnel to become thoroughly acquainted with the problems and techniques on which they are specializing. However, responsibility for any system may be transferred from

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one service to the other as necessary to readjust the workload of the processing centers and to carry out the basic principles governing allocations.

7. a. The allocation of tasks on the principles set forth in paragraph 6 will require that the Joint Processing Allocation Group maintain detailed records of the following:

- (1) Status of all systems, joint-task and otherwise, including those which are being satisfactorily processed as well as those on which no satisfactory progress has been made.
- (2) Current information from all processing centers concerning availability and use of (a) personnel, space, mechanical facilities and special talents; (b) training needs; (c) crypto-intelligence; (d) identification data; (e) agreements; and (f) policy. The information contemplated in this subparagraph covers all phases of the work of both agencies.

b. It is inherent in this plan that the Joint Processing Allocation Group shall expect each service to furnish all essential information promptly, completely, regularly, and in a form prescribed.

c. The following general principles shall govern the forwarding and accumulation of raw traffic:

- (1) All traffic in allocated systems will be sent by the service obtaining the traffic directly and promptly to the unit responsible for its processing.
- (2) All unallocated or unidentified traffic will be received, accumulated, studied and appropriately filed by the unit having been assigned responsibility for traffic of that type or nationality.
- (3) If and when systems are removed from allocation for lack of usefulness or other reason, all raw traffic and pertinent technical information will be held by the unit in possession of the material until and unless other arrangements are made by the Joint Allocation Control.

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- (4) When an allocation or reallocation is made, all accumulated raw traffic and technical data will be turned over to the unit receiving the allocation.
- (5) If traffic cannot be identified as to type or nationality it will be forwarded to the Processing Allocation Group which will be responsible for its identification and allocation accordingly.

8. To assist in providing for diversity of training, there will be a mutual and liberal exchange of technical working personnel of all categories between the two services. The initiative for the assignment of such personnel will rest with the respective services. However, the Coordinator will review all requests for assignment of such personnel and will be responsible for insuring the adequacy of the technical training of the personnel of both services. Such assignments will not involve the administrative transfer of personnel from one service to the other.

9. The Coordinator will maintain a liaison group which will be charged with the control of all liaison with other U. S. and foreign intelligence agencies on matters under the cognizance of the Coordinator. This includes supervision of liaison personnel on duty in foreign centers. In carrying out this responsibility it is expected that after liaison on a subject is established the Joint Liaison Group will merely exercise general supervision and will permit direct liaison between working groups concerned.

10. The Coordinator will establish and maintain a system for the nomenclature of circuits and cryptographic systems and subsystems which shall be used by cooperating units in official communications concerning such systems.